MODEL PENAL SYSTEM PROPOSED FOR DISTRICT

(Continued from First Page.)

outrageous conditions in the workhouse and jail. The overcrowding is great in the workhouse and greater still in the sail, where, of the 600 inmates, 500 are serving sentences in absolute idleness. with no employment and no exercise; in most cases two or three are confined in a single cell not large enough for one. They belong, however, to a class of prisoners that specially need and dread

It is no longer a question whether some thing shall be done, but only a question as to what shall be done, for it is quite impossible that the existing situation should continue. The present antiquated and unsatisfactory plan ought not to be

The report takes up the criminal problem in general, lays down the true principles concerning the treatment of criminals, deals with conditions here in Washington which have a manifest tendency to produce crime, and urges their removalconsidering especially the dark and narrow alleys and unwholesome dwellings where most of the criminal population

sentences. 2. A probation system for cases that

do not absolutely require imprison-3. A reformatory for all who must be imprisoned and yet are hopeful cases. 4. A workhouse for those who are

5. Confinement in a penitentiary for the worst offenders. 6. A parole law for prisoners who

as must be sent to a penitentiary.

Applying these propositions to the local situation the report recommends:

First. That the present jail be used | The White House, January 11, 1909.

as the house of detention after its interfor shall have been modernized. Second. That a probation system be established at once by cnacting a simple and inexpensive probation law, a draft of which is submitted with the

Third. That a reformatory be established upon a tract of land of not less than 1,000 acres, widely separated from any other penal institution, consisting of unreclaimed land which can be cleared, cultivated and built upon by the prisoners themselves. That eventually there shall be established upon this tract shops wherein a variety of industries may be taught and carried on, the product being easily consumable by the various District departments.

Fourth. That another tract of land of equal size be secured at once as the site for a workhouse. That this also be unreclaimed land upon which the workhouse prisoners may be put to work preparing the laand for cultivation and erecting the necessary build-

Fifth. That the class of prisoners not proper to be sent either to the reformatory or the workhouse be sent for the present to the United States penitentiaries at Leavenworth and Atlanta, and that for the present no penitentiary be erected specially for the District of Columbia.

Sixth. That a parole law be enacted upon the principles set forth in the re-

I earnestly ask that the Congress act at once in accordance with the recommendations of the report. The two most urgent measures, for which drafts of bills accompany the report, are: First, a probation law; and, second, an appropriation act which will relieve at once the present impossible situation and set us on our way toward the realization of an adequate prison system.
THEODORE ROOSEVELT.

Model Penal System as Remedy for Existing Evils Denounced

Visits were made the local jail, the work- who are innocent away from those who house and their surroundings, and it also have become settled in their criminal with the appropriation bill for the Disinformed itself as to work and condi- habits. tions in the other institutions of the District where offenders against the criminal law are received, also as to the fenses, and the statutes in force relating aid of legislation. to crimes, criminal procedure and the manner and degree of punishment.

Under the direction of the Attorney United States penitentiary at Leaven- act odors. worth, Kan., and other places. It also attended the American prison congress oners. The report then describes the location

The locations of the National outside of the jail walls. Training School for Boys and of the Re-School for Girls are also de-The fact that the District has no penitentiary as such is brought out. The introduction to the main body of the report concludes with an account of how criminal cases are handled in the District by means of the Police and Juvenile courts and the Supreme Court of are too obvious to call for or even to

HOW JAIL IS FILLED AND WHY

The report then continues:

"As the Police Court is without authorhouse and the jail it has, as the statute existence. now reads, only this strange choice.

"If the sentence is six months or less it may be to either place. If it is more than six months it must be to the jail. The consequence is that great numbers have been sentenced by the Police Court to the jail.

"Although that court is prohibited from sentencing for a longer period than one year even where there are 'cumulative' has happened not infrequently that there have been in that court against the same person, for different offenses, several entences, which have been held not to be cumulative in a legal sense, resulting in lows: the prisoner being confined in the jail for eighteen months or more.

Offenders Who Like Jail.

When we shall see the condition of prisoners in the jail the evil of this practice will be more apparent. Most of those found guilty of small larcenies or disorderly conduct, sometimes involving assaults of a minor character, of vagrancy

"Such offenders do not always object to a steady abode, with warmth and shelter and plenty of food and especially with nothing to-do, even though the place be called a jail, and do not hesitate to commit some offense that will secure them such winter quarters.

"At the writing of this report there are confined in the jail substantially six hundred persons. Of these the number awaiting trial or awaiting sentence or awaiting the result of their appeal from the sentence of the trial court is a few over one hundred. All the others, nearly five hundred, are servin gsentence

CONDITIONS AT JAIL

The jail was originally intended to accommodate three hundred. It was completed and first occupied in 1876, and cost something over hal fa million dollars (\$557,324,00). In 1898 forty-eight cells were added at a cost of \$12,000.

"Most of the cells are in size 5x8x916 feet. They were made to be occupied by one person only. They are being used for two or three. The number confined in the jail has increased by 37 per cent during the past five years.

"Owing to this strattened condition of things it has not been possible to rigidly

Institution.

Wardens Have Done Their Best.

"The wardens have done their best with various tribunals within the District the means at their command, but the which have to deal with criminal of-jobstacles are insurmountable without the

there are nowhere any water closets for 234 (Exhibit B). Iting jails and workhouses in Pittsburg, buckets are emptied twice a day and Baltimore, Philadelphia, New York, the disinfectants are freely used to counter-"There is no dining room for the pris-

They are fed out of tin cans thrust through the graating of the doors. "In these cells they are obliged to stay of the jail and other penal institutions all the time, day and night, except for a in the District, calling particular atten- half hour each day, when they are tion to the conditions along the Eastern marched through the inside corridor. branch just behind the jail and work- There is no jail yard and they never go

"They pass their time in absolute idle ness-all of them except the very few who are employed in preparing and serving food to their fellow-inmates or in a little routine work.

"Stench in the Nostrils."

"The evils of such a state of things justify extended comment.

to these narrow and crowded cells, the jail. with the hardened criminal, in one promiscuous assembly, to corrupt and be corrupted by each other, the lazy to be huindustrious to be deprived of every form of employment, to be fed like beasts and maintained at the public charge not only with no prospect of improvement in theh munity and ought to be felt as a shame and disgrace to the whole nation whose house or the jail. Between the work- representatives are responsible for its capacity. There has been a large increase

CONGRESS RESPONSIBLE

the Attorney General in his annual report to Congress informed them as fol-

provements, and of insufficient capacity for the present needs. Something should be done at once toward remedying the its capacity, and providing a suitable sentenced by the Police Court have been dining hall, so that the present system of feeding the prisoners can be done

> These recommendations have been re peated in each annual report up to and including the one for 1907, and in his corrent report the following paragraph ap-

"The attention of the department was called recently to the condition of the jail in the District of Columbia, which had become so crowded by reason of the large number of prisoners confined there as to render it inappropriate as a place of confinement and to endanger the health, discipline, and safekeeping of its inmates.

"'Under the authority conferred upon me by law, I directed the removal of a large number of prisoners to the jail at Fort Smith, Ark., which had become nearly empty by reason of the admission of Oklahoma to statehood This measure temporarily relieved the congestion, but the relief has become temporarily only, and conditions have again become unsatisfactory in the District by reason of the inadequate provision for the detention of crimi-

"'I respectfully urge upon the Congress the necessity of prompt and effective action in dealing with this situation. If it be deemed advisable to await the report of the commission recently appointed to consider the subject at large, I recommend that provision be made for the temporary custody of prisoners now confined in the iail in such places of provisional detention as can be secured for this pur-

"'Such action will undoubtedly be

MEN WHO FRAMED THE REPORT.



John Joy Edson.

Robert V. La Dow.

Justice W. P. Staffora.

attended by considerable expense, but the case is urgent, and grave consequences may result from any undue delay in dealing with it.

"Notorious and Revolting."

been so notorious and revolting that it has been frequently commented upon and questions that confront all inquirers who awaiting the final determination of their discussed in the newspapers, both in news take up the subject of the relations of cause. columns and in editorials, and the subject organized society to its criminal classes. has been made the theme of public addresses at important gatherings on several occasions.

"In 1900 a committee representing the Board of Trade, after investigating the jail and the workhouse, entered its protest against the continued use of these in-April 11, 1900, and again February 5, 1901, the question was considered in connection trict. In the House of Representatives it

(Exhibits C. D and E). Again, in the United States Senate February 10, 1908, a report was presented policeman, everywhere. by Senator Gallinger in behalf of the East Washington Citizens' Association urging the removal of these institutions.

"After 4,000 years of social order of one sort or another; after 2,000 years of the present building is not, as the Christianity, it is still the fact that those workhouse is a harrier to the extension

more than one message, have urged upon Congress their duty to make this Capital city a pattern for all the cities of the land by putting forth their undoubted and exclusive legislative power in the creation of pure and wholesome conditions, the removal of foul and vice-breeding houses and alleys, the substitution therefor of decent habitations, the laying out of parks for the poor in sections where they have their miserable dwellings, and remodeling our civic institutions, penal and correctional, to meet the demands of the public conscience and the spirit of the age.

CONDITIONS AT WORKHOUSE

"At the workhouse the physical condi-"That men and women should be sent tions are somewhat better than at the

"Since 1900 Congress has appropriated mored and fostered in their laziness, the other, but so related that they may form parts of one complete building if it should house for the District at that point.

in the number of inmates. The average for the five months of the present fiscal year is higher by 125 than for the corre-

"Even at the workhouse no regular sysoners are sent about the city to be employed in gangs upon the streets, and may be seen almost any day as they are driven to or from their work in stripes and under sible to give adequate employment to the great majority of those confined.

WHAT SHALL BE DONE?

"It is perfectly obvious that something must be done. It is not a question of the present jail and the present workhouse and to invest large sums of money for that purpose "Apparently there are two ways open

"One is to temporize, to adhere to the

present plan, making such changes and enlargements as are absolutely required. extending the present jail, erecting a new wing in the workhouse, but attempting no advance upon the present penal system. Inder this plan we should continue to use the jail as we are now using it; we should merely enlarge the present workhouse so as to accommodate a larger number 'If it should be attempted to make provision for the employment or outdoor exercise of the jail and workhouse prisoners upon the tracts where the buildings are now located it would require the building of a wall to inclose those institutions, and would end in establishing a permanent avenues of the city, and will thus end in Columbia is concerned. placing a permanent barrier between the natural growth of the city and a great and attractive territory on both sides of the Anacostia river.

Plan for All Time.

"The other way would be to seize the opportunity now presented for putting the penal and correctional system of the Dis-finement. trict upon a proper and permanent basis, adopting a plan that can be followed and sentenced to confinement and who, nev- offender should be placed under prudent generally wise decision upon the question filled in as years go by, no matter how ertheless, are hopeful cases, the city may grow or the needs of the system increase.

not to be permanently devoted to its that they be sent to a penitentiary. present uses. The jail cannot permato served sentences, because such men who are not proper subjects for either probationer. should be put to work, and it is not and the reformatory or the workhouse. cannot be made a proper institution for that class of prisoners.

will postpone the adoption of improved methods of dealing with criminal problems and will tie us for many years to come to an antiquated and unreasonable system. The more we invest upon the present plan the more difficult it becomes to change it, and thereby we are putting farther and farther off the true solution of our problems.

Changes That Are Proposed.

"The adoption of the second plan means the abandonment of the present jail as continued use of the building, with neces- for a long period of time.

and permits the removal of the other prisoners it would need to accommodate buildings now upon the reservation which at present only a few more than 100. The ought not to be permanently located in interior could be torn out, modern cells that vicinity. "It seems to us that this is a favorable duced, a common dining room provided

time to look the whole situation in the for. "The condition of things at the jail has face and lay our plans broadly and wise- "The building could thus be made ly for the future. To do this requires commodious and suitable house of detenus to consider carefully some of the tion for all persons awaiting trial or

CRIMINAL PROBLEM PERMANENT

"In the Senate of the United States it, the confession must be made that not to be further away. society is still in a state of siege.

tion, live in a state of siege! If we doubt house should ever be erected here that was considered and discussed June 4, 1900 it we have only to notice the bars and plan might be adopted. bolts on every hand, the watchman, the "After 4,000 years of social order of tive. In many places it is.

> mailed hand of government is over every one side of that thoroughfare and at a house and shop and bank vault in the considerable distance from it. civilized world, and apparently it must be so for centuries to come. The criminal problem may be looked upon as practically permanent, and certainly we have none more important

What ought to be done to protect the law-abiding part of the community from the part that is disposed to prey upon That is the question.

to get rid of crime itself, either by transforming the law-breaker into a law-keeper and law-defender, or, better still, by preventing the citizen from ever becoming "The possible prevention of crime is a

great subject by itself. The possible reformation of the criminal is another

Main Object of Criminal Law. criminal law we hold to be the welfare and protection of society itself. It is this object which underlies all sound legis-

"It is this which justifies the infliction and keep his eyes fixed upon the thou-

law-breaking should be painful.

True Principles of Criminology.

"But we do believe in taking a passiontem of industry is carried on. Some pris- them, making it as easy as possible to do believe would meet the needs of the comright, as difficult as possible to do wrong. Others are engaged in menial them in every practicable way that they called repeatedly to the overcrowded and service about the institution. But with are still the makers of their own destiny. devised to prevent the return to social life of those who have committed grave "The present number of inmates at the crimes and have given no indication of re- law for all federal courts. workhouse is 400. On some days it has form. We believe that there should be a rigid separation of those who are await- dealt with in our courts are not merely ing trial from those who have been con- such offenses as are cognizable in other

"We believe that all convicted persons who are able to work should be compelled to work. We believe that those who may be reasonably supposed to be reformable against the United States (since there is should be treated and employed with that end in view. We believe in the beneficial almost all, exactly such offenses as when effects of education upon most of those who are confined in prisons,

there should be labor long and severe. We number of strictly federal prisoners from believe that no system of dealing with the District of Columbia is less than 30 the criminal classes should ever at any out of a total of more than 1,400. point lose sight of the fact that the criminal is a man. He should never be need- with this problem, we are to be regarded lessly degraded, insulted or abused. point of time is when the prisoner is needs. released and turned back upon the world. and that the law should employ all possible agencies to guard and assist him in making a new start. We believe that many who come up for sentence may be wisely put in the watch-care of judicious officers and given one more chance to choose between a life of decency and a

RECOMMENDATIONS

penal colony in what will soon be, if it is not already, the heart of the city, within a mile or two of the Capitol in the direct a mile or two of the Capitol in the direct a mile or two of the Capitol in the direct a mile or two of the Capitol in the direct a mile or two of the Capitol in the direct and responsible of the considered in determining the considered in the considered in determining the considered in determini line of the extension of one of the finest tions, so far at least as the District of to be considered in determining the ques- from the path they have entered. "There should be:

> of detention, never as a place of confinement for those under sentence.

"4. A workhouse for those who must be confined and who are not proper sub-The first plan requires an investment jects for reformatory treatment and yet of large amounts in property which ought whose offenses are not such as to require the severity of the law; an officer to tween five hundred and six hundred "5. Confinement in the federal prison mently be used as a place where men are or penitentiary for those worst offenders

> "6. A carefully guarded parole law for prisoners in these various institutions tions.

HOUSE OF DETENTION

"1. A HOUSE OF DETENTION .- To consider these propositions more fully: a place where prisoners shall be sent to purpose, and with some changes in its be appointed by it and be subject to disserve their sentences, but permits the interior would be an adequate building want of confidence justifying such action. "The object is to lead the inmate of the

"It would not only be sufficient for the present, but so far as we can foresee it

would be sufficient even when the city shall have grown to three times its pres-"Being used only for the confinement of accused persons, it would not be regarded from the hardened offender it is not and settled principles, so that the time of as a prison, and its presence would be

far less objectionable than it is now. It would be more convenient if it were still "In most cities the house of detention is now built adjoining or as a part of "The property classes, and they com- the courthouse. In our opinion that is at least two terrible disadvantages. He to look upon it as impersonal and its reprise the vast majority of our popula- the correct method, and if a new court-

> "There is no reason why such a building should not be architecturally attrac-

as well, who often suffer more than the thank any officer as for a favor, but is rehave must maintain their possession workhouse is, a barrier to the extension force or the threat of force. The of Massachusetts avenue. It stands at

PROBATION SYSTEM

"2. A PROBATION SYSTEM.-We are voefully and shamefully in need of this. "Of course the most desirable thing is Except in the Juvenile Court, we have nothing of the sort.

> such views of the law that they have felt justified in suspending sentence in some cases after a plea of guilty or conviction by the jury, and have allowed the offender to go on his own or other recognizance. Others of our judges have enertained such views of the law that they have not felt themselves empowered to

> do this. "But even if we accept the view that ourts have authority indefinitely to suspend sentences, notwithstanding the express mandate of the legislature that upon conviction a prescribed punishment shall follow we are still in this position-that there is no officer in whose care the released person can be placed; there is no system for following up his subsequent career and informing the court whether he should be left at liberty or brought back and sent to prison, and there is no system by which he can be warned guided, encouraged and assisted to become a good citizen instead of relapsing

into crime, "Our study of the working of probation systems in other jurisdictions and, so far as made use of, in our own, our reading upon the subject and the testimony have received from experts in this branch of penology, has left us without a

doubt that we should have such a sys "We accompany our report with a draft of a statute upon this subject, which we munity, and we earnestly recommend its

enactment. (Exhibit F.) Needs of District Peculiar.

upon such a system as a practical method of recruiting the ranks of law-keepers any consideration Congress may be giv-

federal courts, but include crimes of every character. "In this respect, although all offenses

committed in the District are offenses here no other sovereignty), yet they are committed in a state are offenses against the state in distinction from offenses 'We believe that for certain criminals against the United States. Indeed, the "Practically, for the purpose of dealing as a state by ourselves. We should have "We believe that a vital and momentous a system adapted to our own special

Probation System Outlined.

restraints and encouragement of the probreak the law, but would ally himself court is convinced that such is the case ages of seventeen and thirty years. there should be at hand a wise and ju-"3. A reformatory for all who must be dicious officer, in whose watch-care the the case is tried will be able to make a restrictions and conditions especially whether the culprit is a hopeful subject adapted to his case-an officer who will for such treatment. It is believed that keep in touch with his charge and per- if there were such an institution now sonify to his mind the kindness and also established in the District there are bewhom reports must be frequently made by prisoners, now confined in jail, workhouse the subject, and who will keep the court or penitentiary who would be receiving informed of the subsequent course of the the benefit of its course of discipline and

Well Planned System Required. "All this requires careful provisions by

from probation, must ultimately be de- other penal institution. cided by the court; but the court may be "One of the best informed and most engreatly aided and enlightened by the re-

charge whenever the court shall feel a ciation. "While some of such officers ought to reformatory to regard himself as not yet sary interior changes, as a house of de- "The outer jail, that is to say, the devote their whole time to the work, and sunk to the level of the criminal classes, tention simply. It means the removal main walls of the building, is in excel-of the workhouse from its present site lent condition. Relieved of the sentenced to be made for the employment of unpaid able him to go out at the end of his term

volunteer assistants, who will devote a feeling that he has not been branded as a portion of their time or take charge of felon. given cases under the supervision of the chief officer. It is hoped and believed to conclude from our visitations is that and philanthropic citizens, men and large tract of land belonging to the gov-women, who will be willing to give a por-ernment. It should be a farm of at least practical a service.

we have not overlooked. But we believe furnish occupation for hundreds of these that on the whole the advantage of hav- sent there. ing the probation work of each court done under the supervision of and in fulfillment of the conditions imposed by the court should appoint and control its own probation officers.

should, however, be laid down by the ment in its various departments and the statute, leaving to the court only the whole product thus consumed. duty and province of applying the principles adapted to the individual case before that this practice prevailed. In the vari-

Views of Experts in Penology. "The probation theory does not tend to used by the municipal and state departminimize the offense. It rather magnifies ments. it by restricting the liberty of the

than if he were confined in prison. "It takes away many of his rights. The court prescribes what he may do, where and how he shall conduct himself. It subjects. requires him to shun evil companions, to abstain fro mdrink, to keep away from of the teachers are found among the the saloon, to work steadily for the support of those who are dependent upon

"One of the chief advantages is that it keeps the probationer in right relation to his family; if imprisoned he is for a constructed, sanitary plumbing intro- time relieved of the obligation to support them, and discovers, perhaps, that they to correspond with the progress of the can get along without him. Probation lays | sentenced person.

its hand upon him and compels him to support them. actual imprisonment.

to be considered by itself. It must be ing disposition would receive their reconsidered in contrast with its alterna- ward. tive imprisonment.

possible entirely to prevent contact. Some his release is measurably in his own contamination is inevitable. Even at its hands. best imprisonment is better calculated to "Humiliating as it may be to confess nearer the courts, and it certainly ought develop than to arrest evil tendencies. Disadvantages of Ex-Prisoner. "The man who has been in prison has

comes out with the stigma of the prison, sults as attributable to his own folly or which hinders him from getting employ- good sense.

ances constitute an obstacle to a new and manly spirit of independence. In prison he has come in contact with men who have no desire others down to their own level.

guilty husband and father.

neets them out of prison. If they cannot persuade him to go with hem into new crime they may keep him in constant fear that they will bring to ight the past he is trying to live down. "From both these dreadful disadvanages he may be saved by the probation

vstem. 'It is worth noting that in competition between imprisonment and probation, probation has been subjected to imprisonment. It has been demanded that probation should prove that it reforms, but it has never been required of imprisonment that it should show that it

tion, Albany, 1906, page 85.) Expenses of Probation System.

most certainly be overbalanced even in public which will result from the continuance of the probationers in industrial public institutions and by the permanent wives and the like. transfer of some of them from the criminal to the law-abiding class.

system as it now obtains in our own correctness of this position. "We do not mean to put our recommendation of a probation system wholly or necessarily upon the mere monetary

"The results already achieved by the

Neither do we put it on the ground of a humane and philanthropic duty on the part of government toward its disobedient members. 'We believe there is a safer and ar impregnable basis to be found in the prime duty of society to provide for its own welfare and protection. We look

otherwise join the ranks of the enemies of government and order. No reasonable pains or expense should be spared to secure so desirable a result. "And when we find, as we do, that the system, so far from proving a financial for itself several times over even in the

from the number of those who would

REFORMATORY

conservative minds of every cast.

proposition cught to commend itself to

"3. A REFORMATORY.-Next in order

which the courts can send such offenders prove themselves worthy. Least of all as cannot be safely released from pro- does it mean that they should be unbation, who must, for one reason or another, be confined for a time at least, and yet who are susceptible to good influences, capable of being trained to some useful "Such an officer would investigate the ferm of labor, of being improved in body circumstances if they were not fully and mind and made more fit to meet the ulating them to self-respect in all pracbrought out at the trial (and the most temptations of life-who have not tical ways and especially by setting apart frequent use of the system will be in abandoned themselves to criminal courses a substantial portion of their earnings to cases where there has been a plea of nor come to look upon themselves as at "Believing this, we are led to accept guilty and no trial at all), the previous serious odds with society, but who will thereof to be paid to them on their re-

"1. A jail, to be used only as a house should be given another chance under the it is a question of how they came to struction and for such as appear capable commit it and under what circumstances of mastering a useful trade implying some bation system he would never again it was done, and what the general disployment adapted to that end. position and character of the offender has "2. A probation system for those cases permanently with the forces of order in- been. Most of those who would be eligible which may be safely dealt with without stead of becoming their enemy. If the to such an institution are between the

We believe that the court before whom

Should Be Isolated.

education. .

"Our visits to similar institutions in "Moreover, the adoption of the first plan who may be safely released upon condi- statute and a well planned, but not too various states have convinced us that a complex, system of procedure. The ques- reformatory for our District ought to be tion whether the probationer has broken erected; that it should be located at a the conditions of his release or should safe distance from all public institutions, on the other hand be finally discharged and, above all, widely removed from any

> ergetic officers of such an institution said ports and recommendations of such an to us that if the state should erect a workhouse within sight of his reformatory "The officer should be in closest touch he would resign at once-so strongly did with the court and in all respects sub- he insist upon the necessity of absolute "The present jail may be used for this ordinate to it. In our opinion he should separation-not only separation in point of

that there will be found not a few tactful the reformatory should be erected upon a "Such a tract could be secured by pur-

tion of their time to so humane and a thousand acres practically undeveloped. 'It is easy to see that there would be chase, possibly in the District of Columcertain advantages in a common board bia; if not, then in the state of Maryland of probation, having under its observa- or the state of Virginia. The clearing and tion and subject to its regulating control cultivation of the land itself, with the all probation cases in the District. This construction of necessary buildings, would

Shops and Industries.

"There should be shops, as well, where court which is responsible for the case the men could be taught to-use their outweighs these advantages, and that each hands in trades of skill and engage in the manufacture of useful articles. Such arti-"The general pian of probation work cles could be used by the District govern-

"Nearly everywhere we went we found ous correctional institutions articles are manufactured in great variety and in large quantities, and are disposed of and

Education for Inmates.

offender, and perhaps for a longer time "There should be classes, too, where at some hours of each day the young men should be taught the rudimentary he may go, with whom he may associate, branches and hear lectures on practical

> "In some of the best reformatories most prisoners themselves. Those who are competent are selected and employed for this purpose and take a natural pride in the position.

> "With such a place to send to, there should be carefully framed laws regulating the length of the term and making it

"He should be able to shorten his sentence by faithful work and obedient be-That is a condition of his liberty. In havior. It should be possible for him to this way it tends to reformation without work out his own salvation, if not without fear and trembling, yet without a But the system of probation ought not doubt that honesty, industry, and a will-

"The one thing important above all oth-Even in institutions where care is ers is that he should feel and know that taken to separate the beginner in crime he is being dealt with according to just "In these reformatories the inmate soon

learns that he is hedged round by a well nigh inflexible system; when he goes wrong it is charged against him; when he does right he receives credit. He comes ment and heavily handicaps him in his When a prisoner incurs a penalty he is re-"Such a lesson is in itself invaluable. struggle for a living. This stigma at- minded that it is his own doing; when he

taches to his innocent wife and children secures a benefit he is not permitted to

minded that he has earned it and it is his. The system thus cultivates and fosters a "Provision should be made at the reformatory for the care and custody of feto reform and who are willing to drag male prisoners, of whom there would be, in all probability, seventy-five or a hun-"He cannot always avoid them when he dred. They could be employed in kitchen and laundry work and should be trained

WORKHOUSE

to useful service in various lines.

"4. A WORKHOUSE .- There is a large o tests which have never been applied of that magnitude to demand a sentence in the penitentiary, and yet who treatment. They may be too old; they has reformed. (See report of committee may have offended too often, or they on probation, National Prison Associa- may be of such a character that it would be useless to send them to a reformatory, and moreover to send them there might be to undo the work which is

there being done upon hopeful cases. "At the same time they may not have deserved a long term sentence, or for other reasons it may not be best that dollars and cents by the saving to the they should be sent to a penitentiary either state or federal. Among this class will be found many who have committed assaults, many vagrants, drunkards, deoccupation instead of being supported in serters of their families, abusers of their

"Usually these are men to whom hard work is the most dreaded form of punishment. They should be put to hard

labor at long hours. "Even among these some cases may be found that will deserve attention under a parole system, but most of them will need to be kept to, or near to, the end of their terms. For such men as these work in the open air, upon the farm or in construction of buildings or in redeeming waste places is admirably fitted.

"For the workhouse, then, as for the reformatory, we recommend the purchase of a large tract of undeveloped farm land, which may be either within the District or in one of the adjoining states, as may be found most advisable-a farm of not less than a thousand acres, to which the institution now known as the workhouse

Large Tract of Undeveloped Land.

should be removed. Land adapted to the purpose may doubtless be obtained at a very low price per acre. "In other states we have seen prisoner of this class successfully employed in such labor as we have just mentioned, and we have been deeply impressed by the sound judgment and clear foresight of those who have thus planned and exe-

cuted. The farm at Bridgewater, Mass., is one instance. The farm of 2,000 acres near Cleveland, Ohio, is another.

How Prisoners Should Be Treated.

are not to be treated with any reference "At present we have none. The National to improvement or that they are not to School for Girls, as we have already emplary behavior. Still less does it shown, are restricted to children not over mean that they have forfeited their necessarily degraded by marks or badges of shame or compelled to look upon themselves as beyond hope. They should

not be put in stripes. "That question should be whether there is a reasonable probability that if he should be given another change under the street of the gravest as a reasonable probability that if he should be given another change under the street of the gravest as a reasonable probability that if he should be given another change under the street of the gravest as a reasonable probability that if he should be given another change under the street of the gravest as a reasonable probability that if he should be given another change under the street of the gravest and responsive to their behavior and indications of a change in disposition. For such of them

> "From estimates submitted by the company which installed the cells at the present workhouse we find that those cells could be taken out, transported to a new workhouse and there installed at a cost of about \$35,000. A large part of the labor could be done by the prisoners themselves.

PENITENTIARY CONFINEMENT

5. CONFINEMENT IN THE FEDE-RAL PRISON OR PENITENTIARY.-In the present situation of things we do not feel it our duty to recommend the establishment of a penitentiary, especially for the District of Columbia.

"There is undoubtedly a large class of prisoners who must be sent to some such institution. The offenses which they have committed are of so grave a character, or they, themseives, have repeated their offenses so often, or they have become so fixed in their evil tendencies, that long terms of imprisonment are necessary, and neither a reformatory nor a workhouse s a proper place for their confinement. We have at present some four hundred prisoners serving sentence in state

penitentiaries and in the United States (Continued on Fourteenth Page.)

to be put to work. considered for a moment. pass their days. It makes six specific recommendations as follows:

1. A jail to be used only as a house of detention and never as a place where prisoners should be sent to serve

not hopeful cases and yet are not such

may be safely released upon conditions before the expiration of their term. Application to Conditions.

In beginning its report the commission separate the convicted from those who recalls the section of the last District are only accused, and in the woman's stitutions and recommended their removal appropriation bill under which it was ward no separation whatever has been to some other location (Exhibit A). appropriation bill under which it was appointed, and says it organized at once. to keep the first offenders or even those

General it extended its inquiry to insti- the prisoners, but in each cell is a bucket tutions and statutes in other states, vis- which must be used instead. These

"The attention of Congress has been guard, defective condition of the jail. In 1903 the present system it has not been pos-

OFFENDERS AND THEIR PUNISHMENT.

Table showing from the last official reports for 1908 the number of District of Columbia prisoners and inmates in the jail, penitentiary, workhouse, National Training School for Boys and the Girls' Reform School, and the number of United States prisoners and inmates in the jail and National Training School for Boys.

White. | Colored. |

Total. | Male. Female. Male. Female. U. S. D. C.

Totals	1,828	458	29	1,069	277	98	1,730
Giria	78				78		78
School for Boys Reform School for	325	₹53 (I	J.C.)	1175	D.C.)		229
National Training		574 (5 23 (97	
Workhouse	424	145	14	179	86		424
Penitentiary	431	83	4	332	12		431
	3.0			300	101		368

balance-sixty-four-were awaiting trial, or, having been convicted, awaiting sentence or decision on appeal.